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PROVINCE OF NEWFOUNDLAND
AND LABRADOR

Services Provided by The Department of Public Welfare

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THE HON. M. P. MURRAY, Q.C.,

Minister of Public Welfare

1966

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DEPARTMENT OF PUBLIC WELFARE

Minister	Hon. M. P. Murray, Q.C.

ADMINISTRATIVE STAFF

Deputy Minister	R. L. Andrews, M.A.
Director of Welfare	R. R. Roberts, J.P.
Director of Institutions	A. J. McCrowe
Director of Administration	C. W. Tucker
Director of Social Assistance and Old Age Assistance	G. Pope
Assistant Director of Social Assistance and Old Age Assistance	M. J. Vincent
Members — Social Assistance and Old Age Assistance Boards	Miss Elinor L. Maddock
	G. A. Power
	J. N. Burton
	J. T. Spencer
Director of Child Welfare and Corrections	M. R. Evans
Assistant Director of Child Welfare and Corrections	Miss Agnes Fleming, B.A.
Judge of the Family Court	
Director of Field Services and Emergency Services	H. V. Hollett
Assistant Director of Training	R. J. Tobin
Assistant Director of Emergency Services	F. A. Davis
Director of Northern Labrador Affairs	R. S. King, J.P.
Chief Accountant	W. J. Green
Research and Statistical Officer	W. Mouland
Chief Registry Clerk	L. G. Stirling
Private Secretary to the Minister	Miss Florence I. Peckham

INSTITUTIONS

Hoyles Home	
Superintendent	E. G. Peckford
Assistant Superintendent	Mrs. Marion Ward
Nurse in Charge	Mrs. Winnifred Barrett, R.N.
Children's Home	
Administrator	J. E. Young
Nurse in Charge	Mrs. Magdelene Wyse
Boys' Home and Training School	
Superintendent	E. R. Rowsell
Assistant Superintendent	P. N. Hamilton
Girls' Home and Training School	
Superintendent	Miss Anne Kenny
School for the Deaf	
Administrator	D. G. Anderson
Principal	K. C. Van Allen

DISTRICT SUPERVISORS

Clarenville	Vacant
Corner Brook	A. W. Pike
Grand Bank	G. Crewe
Grand Falls	A. Budgell
Happy Valley	Vacant
Harbour Grace	T. L. Wiseman
Lewisporte	C. D. Reynolds, B.A., B.S.W.
St. Anthony	A. P. Simms
St. John's (City)	R. W. Moore
St. John's (Extern)	A. R. Vaughan

HISTORICAL BACKGROUND

1931 - 1943

The first comprehensive legislation governing the administration of health and welfare services was enacted in 1931. It was known as the Health and Public Welfare Act, 1931. Under Section 531 of this Act a Division of Public Welfare was established. It was administered by a Commissioner for Public Welfare subject to the authority and direction of the Bureau of Health and Public Welfare. The Bureau consisted of all the Members of the Executive Council together with the following persons if they were not members of the Executive Council: the Minister of Public Works, the Secretary of Public Health and the Commissioner for Public Welfare.

Until 1934 these services were administered as a division of the Department of the Secretary of State but in that year the Commission of Government established a Department of Health and Public Welfare and from that date until 1949 Welfare services were administered as a division of that Department. The Division of Public Welfare was responsible for a wide variety of services including general relief, the supervision and inspection of penal and charitable institutions, the licensing and inspection of child-caring institutions, the management and distribution of war pensions, the maintenance of parents, wives and children and child welfare services.

The Health and Public Welfare Act, 1931, which in many respects was more advanced than any similar legislation in Canada at that time, was enacted at the onset of the most severe economic depression ever experienced in the history of Newfoundland. The Report of the Newfoundland Royal Commission, 1933, in describing the welfare services at that time, stated in part: "The Department of Public Welfare is responsible for the administration of public relief both in St. John's and in the outports, for child welfare, for the management of the Home for the Aged and Infirm and for the administration of widows and old age pensions."

The maximum rate of assistance for recipients of "public relief" at that time was $1.80 a month. A family of five received $9 a month. Old Age Pension recipients were paid $30 a year and graded allowances were paid to widows, orphans and to aged and infirm persons. The Home for the Aged and Infirm was overcrowded and there was a long waiting list. Child Welfare services were almost non-existent. The Report of the Royal Commission also stated "The staff of the Department

of Public Welfare consists of a Commissioner, an inspector and an accountant, a cashier, bookkeeper and three clerks. Under the control of the Commissioner are upwards of 100 Relieving Officers who are responsible for the distribution of public relief both in St. John's and in the outports." The amount spent on public welfare services for the year ended June 30th, 1933, were:

Public Welfare	$ 218,834
Old Age Pensions	137,462
Able-bodied Relief	1,085,000

The Report of the Commission of Government for the year 1933 stated that the value of the relief scales was much improved as compared with the 1933-34 scales by the policy of "contracting with suppliers on the basis of competitive tenders for articles allowed relief recipients and purchasing the supply of flour and tea with public funds and issuing them at cost." The basic rate was increased in 1935 to $2.00 a month for each person but the amounts were scaled down as the size of the family increased. A family of five received $9.50 a month. The number of persons receiving Old Age Pensions at the rate of $50 a year was 2820. Board and lodging allowances were paid to 259 persons in private boarding homes.

In 1935 the first grant of $5,000 was made to the Canadian National Institute for the Blind and in 1936 a grant of $500 was made to the Cowan Mission, a private institution for the care of aged ladies. In the first of a series of printed reports issued in January, 1936, by the Commission of Government it was stated that two officials had been engaged for special social services and that considerable work had been done on behalf of neglected and delinquent children. Homes were found "by adoption or otherwise" for neglected children and "sometimes by court procedure, frequently by amicable arrangement, provision was made for the proper maintenance of illegitimate children, and the Department was relieved of much financial burden on that score." In 1938 a grant of $5,000 was provided for the education and maintenance of blind children attending the Halifax School for the Blind. This service was extended to include deaf children in 1940.

Until 1940 there was no adoption legislation in Newfoundland. Children of unmarried mothers were cared for by relatives or friends or placed with strangers. In some cases there was a form of contract which defined the obligation of the adopting parents but at best it provided only doubtful security for the child. The Adoption Act of 1940 had

certain defects and limitations but it was the first decisive step to provide full protection for children in need of parents.

In 1941 the Public Assistance rate was increased to $2.50 a month. The rate was uniform for each member of the family so that a family of five received $12.50 a month.

Although, technically the School Attendance Act, 1941, may not be regarded as Welfare legislation its ultimate effect on the welfare of the people of Newfoundland will be as great, if not greater, than that of any legislation enacted prior to 1949. It had many defects and in its introduction the use of the phrase "free and compulsory" was, to say the least, unfortunate, but it did establish the principle that all children were entitled to attend school regardless of their parents' ability or willingness to pay school fees and that all should be compelled to attend until they attained the age of fourteen years.

Waterford Hall was opened in 1943 to provide for the care of dependent infants between the ages of three months and two years. Most of the infants in this institution were the children of unmarried parents. It had accommodation for forty infants. The first Matron of Waterford Hall was Miss Carmel Casey, R.N. 1944-49.

1944-1949

During the years immediately following the beginning of World War II partly as a result the influx of Armed Forces of Canada and the United States and partly as a result of the large scale transfer of members of the labour force from one part of the island to another there was an alarming increase in the incidence of neglect, dependency and delinquency among children. In an attempt to deal with this problem the Commission of Government passed the Welfare of Children Act, 1944. This Act incorporated many of the original provisions of the Health and Public Welfare Act of 1931 and the Adoption Act of 1940. It amended certain provisions and introduced a number of new ones.

These included:

1. A juvenile court administered by a special judge empowered to deal with offences committed against or by juveniles.

2. A transfer of guardianship of children declared neglected on a permanent or temporary basis to the Director of Child Welfare.

3. Provision for the care of neglected, dependent and delinquent children in foster homes and institutions.

4. Adequate adoption procedures.

In implementing this legislation the Government established within the Department of Health and Public Welfare a Division of Child Welfare with a full-time Director who was also appointed the first Judge of the Juvenile Court and was responsible for the administration of all existing Child Welfare services as well as the new duties related to delinquency services and the enforcement of the School Attendance Act. The first Director of Child Welfare and Judge of the Juvenile Court was Herbert L. Pottle, Ph.D.

The following year, 1945, a Boys' Home and Training School was established at Whitbourne in the buildings originally erected as Headquarters for the Newfoundland Ranger Force. In November 1945 as a result of a disastrous fire the building used as a dormitory was completely destroyed. The staff and the boys were transferred to temporary buildings formerly occupied by the Newfoundland Regiment at Bell Island. They remained there for almost eight years until 1953 when they returned to a new building erected on the estate of the late Sir Robert Bond at Whitbourne. The original institution provided accommodation for twenty-two boys and at one time during the period the Home was established on Bell Island there were actually sixty-eight boys in residence. The new building at Whitbourne has accommodation for forty-two. For many years this institution provided care for neglected as well as delinquent children but in 1955 the Government decided that all neglected children should be transferred to foster homes and that in future only delinquent children would be admitted. The first Superintendent of the Boys' Home and Training School was John C. Brown.

In 1946 there was a major change in Public Assistance rates. The basic rate was increased to $5 a month. The rate was uniform for all members of the family and a family of five received $25 a month. At the same time the Old Age Pension rates were increased to $72 a year for single persons and $120 a year for two persons.

In 1947 a Home and Training School for delinquent girls was established in a building near St. John's on the Portugal Cove Road. It was intended that this institution should be similar to the Boys' Home and Training School although on a much smaller scale. It had accommodation for between twelve and fifteen girls.

For several years the institution operated by the Salvation Army known as "The Anchorage" had been recognized as a maternity home within the meaning of the Welfare of Children Act, 1944. In 1948 the Government agreed to make a capital grant of $40,000 over a two-year period to assist the Salvation Army in establishing a new institution

known as "Glenbrook Home for Girls" which was formally opened on December 15th of that year. In the same year Dr. Pottle was appointed Commissioner for Home Affairs and Education and Mr. Herbert Cramm, B.A., B.Paed., was appointed Director of Child Welfare and Judge of the Juvenile Court.

At the end of the financial year on March 31st, 1949, the Director of Child Welfare was able to report that substantial progress had been made in providing care for neglected, dependent and delinquent children since the Division had been established in 1944. The number of full-time Welfare Officers had been increased to eleven and these were able to give increased attention to cases of neglect and delinquency. The services of the Division had been extended outside St. John's by the establishment of Regional Welfare Offices at Corner Brook, Grand Falls and Bell Island. The number of foster homes and foster home placements had risen from 27 homes and 181 children in 1945 to 137 homes and 307 children in 1949. Progress had been made also in the placement of children through court procedures in homes on an adoption basis. In 1945-46 thirty-six legal adoptions had been completed under the provisions of the new legislation and in the financial year 1948-49 sixty-two applications for adoption had been completed and there were 108 applications pending. Fairly comprehensive training and educational programmes were also in operation in each of the training schools for boys and girls, although the work was seriously impeded by inadequate institutional facilities and the shortage of experienced staff.

In the outports "relief" (food, fuel, clothing and other supplies) and other similar services were administered by fifty Relieving Officers and in many places also by the Constabulary of the Newfoundland Ranger Force. Old Age Pensions were paid on the basis of a means test to persons who had reached the age of seventy-five years or to widows of pensioners who were not less than sixty-five years of age at an annual rate of $72 a year for a single person and $120 a year for two persons. A widow received $10 a quarter if she had a single employable son over sixteen years of age or $15 a quarter if she had no employable single son. She received assistance for her other children in kind at current rates. Annual grants were being paid the orphanages in respect of children for whom the Department accepted financial responsibility and to the Canadian National Institute for the Blind, the Cowan Mission and the Glenbrook Home for Girls. There was also a substantial grant for the education of blind and deaf children in schools at Halifax and Montreal.

1949 - 1966

When Newfoundland became the tenth province of Canada on March 31st 1949, relatively large groups of dependent persons became eligible "overnight" for financial assistance. The largest group included the children under sixteen years who qualified for Family Allowances but more important than anything else was the fact that satisfactory attendance at school was made a condition for the continued receipt of Family Allowances after September 1st 1949. The effect of that decision was reflected in the increase in the percentage of school attendance for the year 1949-50 and subsequent years.

There is no doubt that the payment of Old Age Pensions, Unemployment Insurance and Veterans' Allowances and the very much larger payments to widows and orphans under the Mothers' Allowances Act, 1949, and the assistance granted to incapacitated persons under the Dependents' Allowances Act, 1949, created very significant changes in the economy and the way of living of the people of this province. But the far greater changes which will ultimately take place will be, in a large measure, the result of the decision to make regular attendance at school a condition for the continued receipt of Family Allowances.

On April 1st, 1949, citizens of this province over 70 years of age who were in need became eligible for Old Age Pensions at the rate of $30 a month. This maximum rate was increased to $40 a month on April 1st 1950. Blind persons who were in need also became eligible for similar allowances. In January 1952 Old Age Pensions were replaced by universal Old Age Security payments to all Canadians 70 years of age and over at the rate of $40 a month and Old Age Assistance to persons between 65 and 69 years of age based on a means test. The maximum rate for Old Age Assistance recipients was $30 a month.

The Mothers' Allowance Act, 1949, provided for payments to needy mothers (widows, mothers with incapacitated husbands and unmarried mothers) at the rate of $25 a month for a mother with one child. An additional $5 a month was added for each additional child and for an incapacitated husband. Under the Dependents' Allowances Act, 1949, an incapacitated needy person became eligible for an allowance at the rate of $25 a month upon the production of a satisfactory medical certificate.

At the same time the Department of Public Welfare was established as a separate Department of Government. It became responsible for

most of the services administered by the Division of Public Welfare in the Department of Health and Public Welfare as well as the Division of Child Welfare created in 1944. The first Minister of Public Welfare was Dr. Herbert L. Pottle who had served as Director of Child Welfare and Judge of the Juvenile Court from 1944 to 1948.

The first Deputy Minister was Dr. F. W. Rowe. Other senior officials appointed in 1949 were Mr. S. R. Godfrey, Assistant Deputy Minister; Mr. J. A. Clancy, Administrative Assistant; Mr. Herbert Cramm, Director of Child Welfare; Mr. Percie Jardine, Chairman of the Mothers' and Dependents' Allowances Boards; Mr. Roy R. Roberts, Chairman of the Old Age Assistance Board and Mr. B. R. Taylor, Administrator of Relief.

During the first year after Confederation it was decided to replace relieving officers by Welfare Officers who, in addition to investigating applications for assistance from able-bodied persons, would also investigate applications for Old Age Assistance, Blind Persons' Allowances, Mothers' Allowance and Dependents' Allowances and bring child welfare services to those who needed them.

One of the first moves made by the newly established Department of Public Welfare was to make a survey of the overcrowded conditions at the Home for the Aged and Infirm and to transfer fifty patients to licensed boarding homes. The number of patients at this institution was then limited to 116 and for this number it was possible to provide reasonably satisfactory accommodation for a period of sixteen years.

In 1951 the Director of Child Welfare relinquished his duties as Judge of the Juvenile Court and these were assumed by the Judge of the Family Court which was established in that year. The first Judge of the Family Court was Mr. Charles L. Roberts, B.A. The Family Court has jurisdiction in all cases involving family problems and family life generally as well as cases of juvenile delinquency and cases under the School Attendance Act.

In 1951 the Northern Labrador services to Eskimos and Indians were transferred from the Department of Natural Resources to the Department of Public Welfare and Mr. Walter Rockwood was appointed as the first Director of Northern Labrador Affairs. The depot managers assumed responsibility for bringing ordinary welfare services to the Eskimos and Indians in addition to their responsibility for managing the depots and organizing the fishing operations.

In 1953 a separate Division of Corrections was established for the prevention as well as the correction of delinquency. The Corrections Act, 1953 envisaged an Adult Corrections programme as well as a youth programme. However, the provisions of the Act relating to adult offenders were not implemented and although a separate division was maintained for juvenile delinquency services for an experimental period of three years, it was eventually decided to integrate them with the child welfare services. The present Director of Child Welfare is also the Director of Corrections.

In 1953 a fundamental change was made in the basis on which assistance was granted to able-bodied persons. The maximum rate for a single person and for the first adult in a family was increased to $15 a month. An additional amount of $4 a month was provided for each additional adult or child so that a family of five could receive $31 a month.

In 1954 the Mothers' Allowances Act and the Dependents' Allowances Act were replaced by a Social Assistance Act. This legislation came into effect on April 1st 1955. At the same time an agreement was made with the Federal Government providing allowances at the rate of $40 a month for disabled persons. Many of these were receiving Dependents' Allowances and during the ensuing twelve months all recipients of Mothers' Allowances and Dependents' Allowances were transferred to Social Assistance or Disabled Persons Allowances.

In the same year (1955) an agreement was made with the Federal Government under the Unemployment Assistance Act whereby the Government of Canada shared the cost of assistance to unemployed persons in need under a formula which excluded 0.45% of the population and all Mothers' Allowances cases. The threshold of 0.45% was abolished with effect from January 1st, 1958, so that the Government of Canada, in effect, paid 50% of the cost of assistance to unemployed persons except Mothers' Allowances cases. These, for the purpose of agreement, represent 3.08% of the population.

The first regional supervisor Mr. Chesley J. Spurrell was appointed to the office at Corner Brook in December 1949.

In July 1952 Mr. E. P. Murphy was appointed Superintendent of the newly created St. John's (City) Regional Office.

In January 1955 Mr. H. V. Hollett replaced Mr. Spurrell who had been transferred to headquarters as a special officer in December 1954.

In 1955 Mr. Murphy was appointed Research and Statistical Officer. He was succeeded by Miss Sadie Butt, B.A., M.S.W.

In May of that year Mr. Arthur Budgell was appointed District Supervisor with headquarters at Grand Falls and in June, Mr. A. J. McCrowe was appointed to the district which subsequently became known as the St. John's (Extern) Office with headquarters at St. John's.

In 1956 a new district was established with headquarters at Bay Roberts thus increasing the number of districts outside St. John's to four.

In 1956 the rates of assistance to able-bodied persons were again increased. The maximum amount for a single adult or the first adult in a family remained unchanged but the additional allowance for each additional adult or each child was increased to $5 so that a family of five could receive $35 a month. In that year also for the first time, regulations were made to determine the eligibility of applicants for unemployment assistance. These were incorporated in the regulations made under the Social Assistance Act. In the same year (1956) a new agreement was made with the Government of Canada whereby the Old Age Assistance maximum rate was increased from $30 to $40 a month.

The rates of assistance granted to able-bodied persons were further increased with effect from January 1st 1958. The maximum amount for a single adult or the first adult in a family was increased to $20 a month. An additional amount of $10 was provided for each additional adult and $8 for each child so that a family of five could receive $54 a month. At the same time, the rates of assistance to needy widows with children, mothers with incapacitated persons were increased substantially. A single incapacitated adult or the first adult in a family could receive $25 a month for food, each additional adult $20, each child over sixteen years of age $12, and each child under sixteen years of age $8. In addition clothing allowances at rates ranging from $2 a month to $5 a month were provided for each member of the family as well as allowances for fuel, and, where necessary, allowances for rentals. In special circumstances an additional allowance not exceeding $30 a month could be provided by the Board with the approval of the Minister.

The Government of Canada increased the rates payable under the Old Age Assistance Act, the Blind Persons Act and the Disabled Persons

Act to $46 a month with effect from July 1st, 1957 and to $55 a month with effect from November 1st, 1957. An agreement was made with the Federal Government under which the maximum rates under the Blind Persons Act were increased to $46 with effect from October 1st, 1957, and subsequently made agreements under the Old Age Assistance Act, the Blind Persons Act and the Disabled Persons Act, whereby the maximum rates payable under all three Acts were increased to $55 a month with effect from January 1st, 1958.

The rates paid in respect of children in foster homes were increased by $4 a month with effect from April 1st, 1958 and provision was made for the payment of school fees, a clothing allowance and assistance towards the cost of school text books.

Under amendments to the Old Age Assistance Act and the Social Assistance Act which came into effect on July 1st, 1958, the Director of Old Age Assistance was appointed as Director of Social Assistance and the same persons were appointed members of the Old Age Assistance Board and the Social Assistance Board so that for all practical purposes Old Age Assistance, Blind and Disabled Persons Allowances and Social Assistance have been administered since that date by the same authority.

In September 1958 the officer who was appointed to the vacant post of Director of Child Welfare was at the same time appointed Director of Corrections and since that date delinquency services and services to neglected and dependent children as well as adoption services have been administered by this officer.

In October 1958 the first Director of Field Services was appointed and a District Supervisor was appointed to the Pouch Cove District with headquarters at St. John's. The number of District Supervisors was thus increased to five.

In 1959 the Welfare of Children Act was amended by redefining the term "welfare officer" as an officer appointed under the Department of Public Welfare Act and by making provision for the variations of court orders. The Corrections Act was also amended to provide for the variation of orders made under that Act.

In 1960 the Mothers' Allowances Act and the Dependents' Allowances Act were repealed and the Evacuated Communities Act was passed.

This Act made it an offence to reoccupy a site in an evacuated community.

The Social Assistance rates for food for children were increased from $8 to $10 a month and the allowance for clothing for children was increased to $5 a month.

The outside allowable income for families with children was increased to $800. Board and lodging rates were increased to $75 a month for ambulatory patients and to $100 a month for bedridden patients and income during periods up to 60 days preceding the application for assistance in kind became the basis for determining the date of eligibility.

A new supervisory district was established with headquarters at Lewisporte and a District Supervisor was appointed, thus increasing the number of District Supervisors to six.

In 1961 the Social Assistance Regulations were amended by increasing the outside allowable income of families consisting of adults only to $600 and the Regulations were subsequently consolidated.

A new supervisory district was established with headquarters at St. Anthony and a District Supervisor was appointed bringing the number of these offices up to seven.

In 1962 the Social Assistance Act was amended and consolidated. A new supervisory district with headquarters at Grand Bank was established and District Supervisors were appointed to this office and the vacant district office at Bay Roberts. These two appointments brought the total up to nine and brought all regional offices under supervision for the first time.

On January 1st 1962 the Department of Public Welfare was formally assigned responsibility for emergency welfare services. The Director of Field Services was appointed Director of Emergency Services and a new post Assistant Director of Emergency Services was created.

The Government of Canada increased the maximum rates payable under the Old Age Assistance Act, the Blind Persons Act and the Disabled Persons Act to $65 a month with effect from February 1st 1963. Agreements were made with the Federal Government under which maximum rates payable under all three Acts were increased to $65 a month with effect from April 1st 1963.

In 1963 the construction of the new Home for the Aged and Infirm began.

The construction of this new institution on Portugal Cove Road involved the demolition of the building occupied by the Girls' Home and Training School.

A building on the former United States Air Force Base at Fort Pepperrell was completely renovated and remodelled so that it could be used as a Children's Home. The 42 infants and handicapped children at Waterford Hall were transferred to this building which had accommodation for 55 children .

The Girls' Home and Training School was transferred to Waterford Hall.

In September 1963 fifteen students registered at the Memorial University of Newfoundland for the two year Diploma Course in Public Welfare. Twelve of these were granted bursaries in the amount of $600 each for the first year of the course.

The Government of Canada increased the maximum rates payable under the Old Age Assistance Act, the Blind Persons Act and the Disabled Persons Act to $75 a month with effect from December 1st 1963. Agreements were made with the Federal Government under which the maximum rates payable under all three Acts were incrased to $75 a month with effect from April 1st 1964.

Early in 1964 the building on Water Street West in St. John's known as the Merchant Navy Hospital and recently used by the Department of Health as a Nurses' Residence was placed at the disposal of the Department of Public Welfare. It also has been completely renovated and remodelled for use as a Children's Home with accommodation for 75 children.

In 1964 the Social Assistance Regulations were amended to permit the payment of assistance for the months of July, August and September in respect of a child who attains his sixteenth birthday prior to the first day of September of that year and who has been in regular attendance at school during the school year which ends in June of that year.

A further amendment to the Social Assistance Regulations which came into effect on April 1st 1964 provided for an increase from $600 to

$720 in the maximum outside annual income in the case of a family consisting of adults only and from $800 to $900 in the case of a family consisting of adults and children.

At the same time the maximum allowance for fuel was increased from $10 to $15 a month and the allowance for clothing for the first adult was increased from $5 to $10 a month. However, these rates were not implemented until October 1st 1965. The maximum monthly allowances for rent were also increased from $20 to $25 in rural areas and from $30 to $50 in urban areas. The maximum amount of assistance which could be granted by the Social Assistance Board towards the cost of repairs to homes to persons who own their own homes was increased from $240 to $300 a year and the maximum amount which could be granted with the approval of the Minister in any four year period was increased from $960 to $1000.

In February 1964 the Government decided to establish a School for the Deaf and arrangements were made to provide temporary accommodation for fifty deaf children in the building at Fort Pepperrell formerly used as a Children's Home. Mr. Walter G. Rockwood was appointed as the first Administrator of this new institution.

The School was opened on September 22nd 1964, with an enrollment of fifty-four. Of this number forty-three were in residence. In November Mr. Rockwood asked to be relieved of his duties as Administrator and he was succeeded by Mr. Dorman G. Anderson who had served as Assistant Superintendent of the Boys' Home and Training School at Whitbourne for five years.

In 1964 the Welfare of Children Act, Chapter 60 of the Revised Statutes of Newfoundland 1952, was consolidated and amended and its provisions incorporated in three new Acts—The Child Welfare Act, the Adoption of Children Act and the Children of Unmarried Parents Act.

Among the more significant changes were:

(1) The reduction in the maximum age at which a child can be declared neglected from 17 to 16 years.

(2) Provisions for the extension of the period in which a child may remain in the care and custody of the Director of Child Welfare to the age of 18 years and with the consent of the Minister, to 21 years.

(3) The reduction in the length of the adoption probation period from one year to six months.

(4) The decrease in the age at which a child can give his consent to adoption from 14 to 12 years.

(5) Provision for the parent or guardian to cancel a Consent to Adoption within twenty-one days after it is given, after which period it may be cancelled only by a court.

In July 1965, following discussions with representatives of the Orphanages of the Roman Catholic and Anglican Churches in St. John's, arrangements were made whereby all children in these institutions and other Orphanages could be taken into the care and custody of the Director of Child Welfare on a non-ward basis if they were not already in care under a Court Order. As a result of this arrangement the Department has paid the regular foster home rates to the Orphanage authorities on behalf of these children. As a result of these new arrangements also, the number of children in care on March 31st 1965 was substantially greater than on March 31st 1964.

The one hundred and twenty patients in the wooden frame building on Sudbury Street in St. John's, which served as a Home for the Aged and Infirm for more than one hundred years, were transferred to the new modern fire-resistent structure on Portugal Cove Road known as the Hoyles Home on August 2nd 1965. It was formally opened by the Premier of Newfoundland, the Honourable Dr. J. R. Smallwood, on November 3rd.

In September 1965 the School for the Deaf was transferred from the building at Fort Pepperrell to two buildings at the former Royal Canadian Air Force Station at Torbay which were remodelled and renovated. There is classroom accommodation in these two buildings for 150 children and dormitory space for 120. Mr. K. C. Van Allen who retired as Principal of the Interprovincial School for the Deaf at Amherst, Nova Scotia, in June 1963, was appointed as the first Principal. The school re-opened on Spetember 13th 1965, with an enrollment of 109.

The increase in the fuel allowance from $10 to $15 a month and the clothing allowance for a single adult or the first adult in a family from $5 to $10 a month for which provision was made in the Social Assistance (Consolidated) (Amendment No. 3) Regulations, 1964, were implemented with effect from October 1st 1965, and at the same time an

additional fuel allowance up to $15 a month for recipients of assistance living in Labrador was approved.

On October 1st 1965, new foster home rates were approved. The new rates which include clothing as well as board and lodging are as follows:

Children up to 6 years of age	$36
Children from 6 to 12 years of age	$42
Children from 12 to 16 years of age	$48
Children over 16 years of age	$54

In addition the Director of Child Welfare receives Family Allowances and Youth Allowances for these children and additional payments up to $4 a month in respect of each child are paid to the foster parents or guardians. Parents or guardians are also reimbursed for amounts paid for school fees and the children are entitled to free text books and work books.

With the introduction of the National Hospital Insurance Plan on July 1st 1958, the need for the kind of service provided by the Salvation Army Glenbrook Home began to diminish. In 1965 it became evident that for all practical purposes this service was no longer necessary and the institution was closed on December 31st. For the very limited number of unmarried mothers who now require this type of service accommodation is available in private boarding homes.

A revision of the Social Assistance Regulations which came into effect on April 1st 1966, provided for substantial increases in assistance granted to needy mothers and other dependent persons on the basis of a needs test under which:

(1) the need of the applicant and his income are determined in accordance with criteria as defined in the Regulations

(2) the amount by which the need exceeds the income is the amount of assistance granted.

The new regulations which recognize two kinds of assistance — short term assistance and long term assistance — provide for:

(i) the payment of assistance in kind (short term assistance) for food at the rates which apply in the case of recipients of assistance in cash (long term assistance);

(ii) the payment of assistance in kind for fuel, clothing and rentals on an emergency basis;

(iii) the following increases to be made in the maximum monthly rates paid to recipients of assistance in cash:

(a) from $10 to $15 for clothing and personal care for the first adult in a family or for a single person living alone; and

(b) from $5 to $10 for clothing and personal care for each additional adult in a family.

(iv) a household maintenance allowance to be paid for persons living in their own homes of $25 a month in the case of the head of a family and $20 a month in the case of a person living alone;

(v) a uniform rate of $10 a month to be paid for each child for food;

(vi) an increase to be made in the amount paid for foster children living with relatives from $15 to $25 a month;

(vii) uniform rates for housekeeping services to be paid as follows—

(a) to relatives up to $45 a month, and

(b) to non-relatives up to $60 a month;

(viii) uniform rates for board and lodging to be paid as follows:

(a) unsupervised boarding homes up to $60 a month;

(b) homes for special care

(aa) supervised boarding homes (ambulatory) up to $75

(bb) supervised boarding homes (bedridden) up to $90

(cc) institutions (ambulatory) up to $120

(dd) institutions (bedridden) up to $180

plus an allowance not exceeding $15 a month for clothing and personal care;

(ix) an increase from $30 to $50 to be made in the additional allowance which may be granted with the approval of the Minister;

(x) an increase to be made in the amount which may be provided for repairs to homes to $600 by the Board and to $1200 with the approval of the Minister;

(xi) an increase to be made in outside allowable income of a family with children from $900 to $1080 a year;

(xii) the deduction of non-allowable income (Old Age Security, Old Age Assistance, Blind and Disabled Persons Allowances, Veterans Allowances, Workman's Compensation, Unemployment Insurance Benefits, Pensions from other sources of the applicant or his spouse or relatives living in the home) to be from the total needs of the applicant as determined by the Regulations rather than from the allowance for food;

(xiii) an increase to be made in the allowable liquid assets from $500 to $750 in the case of a single adult and from $1000 to $1250 in the case of a family;

(xiv) a reduction to be made in the age at which assistance in cash may be granted without a medical certificate from 55 years to 50 years in the case of women and from 70 years to 65 years in the case of men;

(xv) the determination of the eligibility of applicants for assistance for housekeeping, transportation and other special services to be on the basis of income as determined by the Regulations;

(xvi) an increase to be made in the allowable income of applicants for assistance in kind

in the case of a single person from $35 to $75 a month;

in the case of two persons from $45 to $110 a month;

for each additional person from $10 to $15 a month;

and the Regulations permitting deductions from allowable income for amounts paid for rent, clothing, building materials and medical services to be repealed;

(xvii) a change to be made in the basis on which allowable income is calculated as follows —

(a) 80% of gross revenue from rental or real property instead of net revenue, and

(b) 50% of the amount by which the income of single sons and daughters living at home exceeds $50 a month instead of 20%;

(xviii) the elimination of the special food allowances;

(xix) the elimination of the use of bonds and agreements.

Under these new rates of assistance to able-bodied persons a family of five could receive $75 a month for food.

An amendment to the Social Assistance Regulations which came into effect on July 1st 1966, provided for a further increase of $5 a month in the maximum amounts for food for all recipients of Social Assistance so that a family of five may receive $100 a month for food.

These increased rates were made possible as a result of:

(1) the payment of Old Age Security to persons 69 years of age with effect from January 1st 1966;

(2) an agreement to be made under the Canada Assistance Plan whereby the Government of Canada assumed one-half the cost of assistance including health care and welfare services provided to, or in respect of persons in need, including mothers and children as well as sick and unemployed persons and their dependents and in the cost of developing and improving welfare services, including child and youth welfare programmes as well as the cost of special projects for assisting and rehabilitating persons in need or who are likely to become in need who have unusual difficulty in obtaining or holding employment.

ADMINISTRATION

Under the Department of Public Welfare Act, 1965, the Minister is responsible for the administration of the following legislation:

1. The Department of Public Welfare Act, 1965 — This Act which repealed Chapter 18 of the Revised Statutes of Newfoundland, indicates the duties and powers of the Minister and provides for the appointment of a Deputy Minister and other staff necessary for the proper conduct of the business of the department.

2. The Welfare of Children Act — Chapter 60 of the Revised Statutes of Newfoundland 1952 — Part II of this Act provides for the establishment of juvenile courts and the appointment of judges and establishes standards for the conduct of juvenile courts. The sections of the Act other than those contained in Part II were repealed in 1964 and incorporated in other legislation.

3. The Child Welfare Act, 1964
   This Act makes provision for the protection of children generally and in particular for neglected and dependent children and for mentally handicapped children and for their care in institutions and in foster homes.

4. The Adoption of Children Act, 1964
   This Act establishes the procedures to be followed by the Courts in considering applications for adoption and the responsibilities of the Director of Child Welfare in the adoption process.

5. The Children of Unmarried Parents Act, 1964
   This Act establishes standards for the protection of children born out of wedlock and the procedures to be followed by an unmarried mother in obtaining support for her child.

6. The Social Assistance Act, 1962
   This Act replaced the Social Assistance Act, 1954, which included the provisions of the Mothers Allowances Act, 1949, and the Dependents Allowances Act, 1949. The purpose of this Act is to make provision for financial assistance to all persons in need including needy mothers with children as well as persons whose only claim to assistance is on account of unemployment.

7. The Old Age Assistance Act — Chapter 61 of the Revised Statutes of Newfoundland, 1952. An agreement made under this Act with the Government of Canada provides for the payment of a monthly allowance to persons between the ages of 65 and 69 years who are in need.

8. The Disabled Persons Act 1954 — An agreement made under this Act with the Government of Canada provides for the payment of a monthly allowance to disabled persons between the ages of 18 and 65 years who are in need.

9. The Blind Persons Allowances Act — Chapter 62 of the Revised Statutes of Newfoundland, 1952. An agreement made under this Act with the Government of Canada provides for the payment of a monthly allowance to blind persons 18 years of age and over who are in need.

10. The Family Courts Act — Chapter 118 of the Revised Statutes of Newfoundland, 1952 — This Act provides for the establishment of Family Courts and the appointment of judges to preside over them. Family Courts have jurisdiction over cases under the Welfare of Children Act, the Child Welfare Act, the Adoption of Children Act, cases under the School Attendance Act, cases involving offences committed by one spouse against the other, or by a parent or guardian against a child and cases involving offences relating to family life.

11. The Corrections Act, 1953 — This Act makes provision for the prevention and treatment of delinquency and for the establishment of training schools for juvenile delinquents and for correctional institutions for adult offenders.

12. The Home for the Aged and Infirm Act, 1965 — This Act provides for the establishment of an institution for the care of the aged and infirm.

The political head of the Department directly responsible to the Legislature is the Minister. The permanent head is the Deputy Minister and associated with him in the general oversight of the Department are the Director of Welfare, the Director of Institutions, the Director of Field Services, the Director of Social Assistance and Old Age Assistance, the Director of Child Welfare and Corrections, the Director of Administration and the Director of Northern Labrador Affairs.

The administration of Public Welfare Services in the Province of Newfoundland is different from the administration of similar services in other provinces of Canada. In other provinces services to neglected and dependent children are provided by private agencies as well as by provincial and municipal governments. In Newfoundland, apart from a children's home operated by the United Church of Canada, the orphanages of the Roman Catholic Church, the Anglican Church of Canada and the International Grenfell Association, services of this kind are provided and financed almost exclusively by the provincial government.

In other provinces municipal governments are involved in the administration of Public Assistance. In Newfoundland and Labrador the provincial government is responsible for "the care and supervision of the poor . . . not otherwise specifically provided for." No municipal government has any responsibility for or any share in the administration of these services.

The Department of Public Welfare is responsible, in the first instance, for relieving want and distress in any part of the province. It is also concerned with prevention and is actively co-operating with the Department of Education in the hope that one of the major causes of dependency — lack of education — may be eliminated. It is also concerned with raising standards of living and with building up human morale and in this endeavouring to support the Department of Health in its programme of rehabilitation.

In particular the Department is concerned with the needs of the unemployed who are able and willing to work, the sick who are unable to work, widows with children, mothers whose husbands are in hospital or in gaol or who have deserted them and neglected and dependent children whose parents are unable or unwilling to care for them.

In cases of immediate need assistance in kind in the form of food, clothing, fuel, rental and transportation orders may be provided by Welfare Officers. Assistance in cash in the form of a monthly allowance granted by a Social Assistance Board is available to those who require assistance for periods exceeding three months.

Assistance is based on need as far as this can be determined and the basis on which it is granted is the same for persons in all parts of the province in the same circumstances.

The services provided by the Government of Newfoundland and Labrador through the Department of Public Welfare are:

1. Allowances and other assistance to needy persons
2. Special care for the aged and infirm
3. Child protection and child care services
4. The Family Court
5. Special services to Indians and Eskimos.

ALLOWANCES AND ASSISTANCE

The allowances and other assistance to needy persons include:

(i) Social Assistance

(ii) Old Age Assistance

(iii) Blind Persons Allowances

(iv) Disabled Persons Allowances

Under the Social Assistance (Amendment) Regulations 1966, the maximum monthly allowances paid in cash to needy mothers and other dependent persons are as follows:

SOCIAL ASSISTANCE (LONG TERM) MONTHLY RATES

1. *LIVING IN HOUSE OWNED BY APPLICANT*

	Food	*Clothing and Personal Care*	*Fuel*	*Household Maintenance*
(a) When application is for one adult only	$30	$15	$15	$20
(b) When application is for more than one person				
First adult	$30	$15	$15	$20
Additional adults	$25	$10		
Each Child	$15	$ 5		

N.B.—The maximum rates for food will be increased by $5 a month with effect from April 1st 1967.

2. *LIVING IN HOUSE OWNED JOINTLY BY APPLICANT AND OTHER PERSON(S)*

Rates for food and clothing and personal care same as in 1 but rate for fuel and household maintenance is shared proportionately, for example, fuel $7.50, $5.00 etc., household maintenance $12.50, $8.33 etc.

3. *LIVING IN HOUSING RENTED BY APPLICANT*

Rates for food, clothing and personal care, and fuel same as in 1 but household maintenance is replaced by rent as follows:

(a) One adult only ..... Up to $20 (if not owned by relative)

(b) More than one person ..... Up to $25 in rural area
Up to $50 in urban area

Notes: (1) Rent and fuel may be combined if rent includes heat

(2) Urban area means an incorporated city or town.

4. *LIVING IN HOUSING RENTED JOINTLY BY APPLICANT AND OTHER PERSON(S)*

Rates for food and clothing and personal care same as in 1 but rate for fuel and rent is shared proportionately; for example, fuel $7.50, $5.00 etc., rent up to $12.50, $8.33 etc. in rural area, up to $25.00, $16.66 etc. in urban area.

5. *LIVING WITH RELATIVES WHO ARE NOT RECEIVING PENSION OR ALLOWANCE*

	Food	*Clothing and Personal Care*	*Fuel*	*Household Maintenance*
(a) One adult only	$25	$15	$5	$10 if sharing room. $15 if occupying separate room.
(b) More than one person				
First adult	$30	$15	$5	$15
Additional adults	$25	$10		
Each child	$15	$ 5		

NB.—The maximum rates for food will be increased by $5 a month with effect from April 1st 1967.

6. *LIVING WITH RELATIVES WHO ARE RECEIVING PENSION OR ALLOWANCE*

Rates for food and clothing and personal care same as in 5 but no fuel or rent

7. *BOARD AND LODGING* ..... Up to $60 and up to $15 for clothing and personal care

8. *CHILD LIVING WITH GUARDIAN* $30

9. *HOUSEKEEPER*

Relatives	Up to $45.00
Non-relatives	Up to $60.00

10. *HOMES FOR SPECIAL CARE*

(i) supervised boarding homes (ambulatory)	Up to $ 75.00
(ii) supervised boarding homes (bedridden)	Up to $ 90.00
(iii) institutions (ambulatory)	Up to $120.00
(iv) institutions (bedridden)	Up to $180.00

SOCIAL ASSISTANCE (SHORT TERM) MONTHLY RATES

1. *FOOD*

Variation with respect to size and structure of family and living arrangements same as long term.

Adult living alone or first adult in family	$30
Adult living with relatives or additional adults in family	$25
Each child	$15

N.B.—The maximum rates for food will be increased by $5 a month with effect from April 1st 1967.

BOARD AND LODGING

Prevailing rate in the community but not to exceed $2.50 per day except with approval of Supervisor.

2. *FUEL*

Considered only if applicant is a householder and, if assistance granted is because of unemployment, is living in an area where wood is unobtainable.

June to September	¼ ton of-coal-or equivalent in oil
October, November, April, May	½ ton of coal or equivalent in oil
December to March	¾ ton of coal or equivalent in oil

Proportionate amounts only if recipient living in jointly owned or rented house.

3. *RENT*

Considered only if applicant is householder
Rates same as long term
Proportionate amounts only if recipient living in jointly rented house.

4. *CLOTHING*

Considered only if needed to enable children or adults to attend school or to take employment or to replace clothing destroyed by disaster or for other reasons approved by the Supervisor.
Amount issued will depend upon the circumstances but in no case should it exceed the amount the same family would receive under long term rate for a three month period, without the approval of the Supervisor.

5. *HOUSEKEEPER*

Prevailing rate in the community but not to exceed $5 per day.

THE CLASSES OF PERSONS WHO MAY BE ASSISTED UNDER THE SOCIAL ASSISTANCE ACT AND REGULATIONS ARE:

1. Widows with eligible children.
2. Unmarried mothers.
3. Mothers with incapacitated husbands or fathers with incapacitated wives and eligible children.
4. Foster parents.
5. Mothers with husbands who are not living at home.
6. Widowers with children.
7. Incapacitated widows.
8. Incapacitated widowers.

9. Husbands with incapicated wives without children.

10. Incapacitated bachelors.

11. Incapacitated spinsters.

12. Incapacitated husbands with dependent wives receiving Old Age Assistance, Disabled Persons Allowances or Blind Persons Allowances but having no eligible children.

13. Persons caring for sick or aged relatives who are receiving statutory allowances.

These allowances are administered by the Social Assistance Board of which the Director of Social Assistance is Chairman.

The Board may, with the approval of the Minister, grant an additional allowance of $50.00 a month to a family, if because of illness in that family, the age of the children, the lack of available resources in the community, special educational needs or other circumstances such additional allowance is considered necessary by the Board for the support and proper maintenance of that family.

The Board may also grant assistance towards the cost of repairs to houses up to $600.00 in any one year to persons who own their own homes and may with the approval of the Minister grant an amount in excess of $600.00 but not exceeding $1200.

OLD AGE ASSISTANCE, BLIND AND DISABLED PERSONS ALLOWANCES

Persons who have attained their sixty-fifth birthday and are otherwise qualified may receive Old Age Assistance. Persons who are eighteen years of age and whose vision is defective to the extent defined in the Blind Persons Act and Regulations may receive a Blind Persons Allowance and persons who have reached the age of eighteen years and who are totally disabled as determined from time to time by the Medical Review Committee may receive Disabled Persons Allowances. The amount received by each person is determined after taking into consideration his income and the value of his property. The maximum amount payable in each case is $75.00 a month.

All three allowances are administered by the Old Age Assistance Board of which the Director of Social Assistance is Chairman. On July 1st 1958, the officer who was Director of Old Age Assistance was appointed Director of Social Assistance and the members of the Old Age

Assistance Board were appointed members of the Social Assistance Board so that since that date these three allowances and Social Assistance have been administered for all practical purposes by the same authority.

MISCELLANEOUS SERVICES

Transportation of needy sick persons

Transportation of sick persons who have to visit hospital centres for hospitalization or out-patient treatment and who are unable to pay the cost themselves is also provided by the Department, as well as board and lodging for persons who may be taking out-patient treatment at hospital in the Province.

Board and Lodging

Board and lodging is also provided for stranded persons who may or may not be residents of the Province.

Emergency Services

The Department of Public Welfare provides assistance in times of disaster. There have been occasions when during periods of emergency it has been necessary to make arrangements for the removal of all the people in certain settlements. On these and other occasions when residences are threatened or destroyed by fire, the Department with the active co-operation of the Canadian Red Cross Society provides emergency shelter for the occupants, as well as food, clothing, fuel and household effects.

Missing Persons

The Department is often called upon to help locate missing persons, particularly wives or husbands who may have deserted their families. Many of these leave the Province and it is necessary to communicate with officials in other Provinces of Canada or other parts of the world to help locate these people. Similarly, requests come from agencies outside of the Province for assistance in locating people who may have come to Newfoundland and Labrador, or for information about people presently in Newfoundland and Labrador but who may have previously resided outside.

Investigations

Investigations are carried out on behalf of the Family Allowances and Old Age Security Division of the Department of National Health

and Welfare, and the Department of Veterans' Affairs of the Government of Canada and other departments of the provincial government and private agencies.

Burials

The Department is also responsible for the burial of indigent persons who have no relatives or whose relatives are unable to assume responsibility for burial expenses.

SPECIAL CARE FOR THE AGED AND INFIRM

For the special care of the aged and infirm the Department maintains an institution in St. John's known as the Hoyles Home. It has a bed capacity of 220.

The building consists of:

(a) a central four storey block containing the boiler room, kitchen, storage facilities, laundry, dining, sleeping and recreational facilities for the staff.

(b) a west wing which contains a reception area, treatment services and a multi-purpose recreation room as well as accommodation for 71 ambulatory patients — 36 women on the first floor and 35 men on the second floor.

(c) an east wing which contains a barber shop, beauty parlour, coffee bar, music room, library, games room and other recreational facilities as well as accommodation for 59 ambulatory patients — 22 women on the first floor and 25 men on the second floor and six married couples (three on each floor).

(d) a north wing which contains accommodation for 90 bedridden patients, 45 women on the first floor and 45 men on the second floor.

On each floor in each wing there is a nurses' station (six in all) and provision has been made for a chapel which it is hoped will meet the needs of all patients.

In addition to this institution the Department has licensed 16 private boarding homes with a total bed capacity for approximately 216 persons. Most of these provide accommodation for ambulatory patients, a few are able to accommodate bedridden female patients. The only accommodation provided by the Department for bedridden male patients

is in the Home for the Aged and Infirm. However, arrangements have been made with St. Patrick's Mercy Home and with St. Luke's Homes for the admission of both ambulatory and bedridden patients. Similar arrangements have been made with the Agnes Pratt Home for the admission of ambulatory patients. The Department also pays allowances on behalf of patients in the Pentecostal Home at Clarke's Beach and in Sunset Lodge.

Patients in receipt of Old Age Assistance, Blind or Disabled Persons Allowances are required to contribute at least $60.00 a month towards the cost of their care and maintenance. This amount may be supplemented by a board and lodging allowance not exceeding $60.00 a month in the case of ambulatory patients and $120.00 a month in the case of bedridden patients. Those who have no other source of income may be granted allowances at the maximum rate of $120.00 and $180.00 a month respectively.

The Department also provides financial aid for people who are living in private unlicensed homes in various communities throughout the Province. The majority of these people are in receipt of statutory allowances but these allowances are not sufficient for them to pay for board and lodging, clothing and other needs. In general, the Department requires persons in these homes to pay $60.00 per month from their allowance, retaining $15.00 per month for personal needs. The Department pays the difference between $60.00 per month and the cost of maintenance in private homes. The amounts paid for such services are generally lower than those paid to persons in licensed boarding homes and institutions operated by the churches, but there are occassions where it is necessary, because of the conditions of the recipients, to pay private homes on the same basis as licensed homes and institutions.

CHILD PROTECTION AND CHILD CARE SERVICES

The child protection and child care services include:

(i) services to families and children in their own homes;

(ii) the care of neglected and dependent children in foster homes, in boarding homes, in institutions and by adoption;

(iii) services to unmarried mothers and their children;

(iv) the education and maintenance of handicapped children (blind, and deaf), and

(v) delinquency services.

For the care and protection of neglected children who have been committed to the care and custody of the Director of Child Welfare foster homes have been licensed. On behalf of the children in these homes the Department of Public Welfare pays the following monthly rates:

Children up to 6 years of age	$41
Children from 6 to 12 years of age	$47
Children from 12 to 16 years of age	$53
Children over 16 years of age	$59

These rates will be increased by $5 a month with effect from April 1st 1967.

The Department also pays school fees for children attending school. An additional amount of $4.00 a month is paid to the foster parents in respect of each child for whom the Director receives Family Allowance payments and the children are provided with pocket money and gifts at Christmas and on other special occasions from the Family Allowance Trust Fund.

ADOPTION SERVICES

The adoption services of the Department of Public Welfare are intended primarily to help children who would not otherwise have a home of their own and who can benefit by family life to become members of a family which can give them the love, care and protection and opportunities essential for their healthy personality growth and development. At the same time these services enable people who desire to provide a home for dependent children and who otherwise meet the conditions prescribed by the Department to do so through an agency in which they may have full confidence.

In order to establish and maintain this confidence every possible effort is made by the Welfare Officer to obtain a complete social history on the child's putative father as well as his mother. If such histories reveal two normal healthy individuals with no evidence of mental dedifiency and, if the child is considered fit for adoption following examination by a physician, a placement in a suitable adoptive home can be arranged within a relatively short time. If, however, there is any doubt regarding the physical, emotional or mental capacity of either parent, no adoptive placement will be considered until the child has had the maximum opportunity, during a period considered scientifically

desirable, to demonstrate his normal development. This period of development takes place, in nearly all cases, in an institutional setting under the guidance of trained staff or in an approved foster home under the supervision of a Welfare Officer who has at his disposal the medical facilities of the Department of Health including the psychiatric and psychological facilities for the Hospital for Mental and Nervous Diseases.

Because this Department is the only recognized adoption agency in the province and because there are field representatives in every area of the province the same uniform service is in most cases available for all prospective applicants for adoption who make application to the District Welfare Officer.

From this initial enquiry to the point where a child may be placed with the applicants, the officers of the Department can render a vital and continuing service to their clients. Not only does the Welfare Officer provide information regarding the Department's legislative and policy requirements but he brings his skill and insight to bear on those more complex and delicate areas of the adoption process which touch vitally on a couple's inter-relationship as they take this momentous step. As far as possible, the Department endeavours to make available the practical knowledge, sympathetic support and skilled assistance which each applicant needs.

SERVICES TO UNMARRIED PARENTS AND THEIR CHILDREN

An unmarried woman waiting the birth of her child out of wedlock who needs help with the long and short term aspects of her situation can, by requesting the services of a Welfare Officer in the district in which she resides, obtain assistance through a variety of facilities.

If she is residing with her parents or a relative she may require help only insofar as a plan for her child is concerned. In cases where the prospective mother is not living with relatives and cannot make plans for herself up to the period of her confinement, she will need help in finding a suitable boarding home with the cost to be borne by this Department. Those living outside the St. John's area may arrange for their confinement at the nearest Cottage Hospital.

During the period prior to confinement, the prospective mother has access to casework services provided through the Welfare Officer in whose district she resides.

From the point of view of the Department's services prospective unmarried mothers may be divided into two classes. The first class includes those who at the point of requesting services indicate to the Welfare Officer that they intend to care for their babies themselves and have made feasible plans which will enable them to do so.

The Welfare Officer's service to the unmarried mother who has planned to keep her child is primarily a realistic and sympathetic appraisal of her plan. If the plan is practical and if her decision was made with as much objectivity as possible and she is satisfied that her decision to keep her child is fundamentally sound, the Welfare Officer can then assist her in making the plans for the child's support.

Responsibility for such support rests in law with the father of her child and in this particular aspect of the situation, the Welfare Officer can be of great service in helping both parties to cope with the complex and delicate matters which inevitably arise in such a situation.

The unmarried father will have many questions regarding the nature and extent of his responsibility as well as the most effective means available to enable him to meet his obligations. It sometimes happens that all efforts to obtain financial support from the father of the baby may prove futile. This, however, need not interfere with the mother's plan to care for her baby. The Social Assistance Board will consider applications from unmarried mothers in these circumstances and if the applicant meets the eligibility requirements of the Social Assistance Regulations, an allowance may be granted to the mother on behalf of herself and the child.

The second class of unmarried mothers, and they constitute the majority who seek the services provided by the Department, includes those who intend to surrender their babies after birth and permit an independent agency to make a permanent plan for the care of their children. After the baby is born the Welfare Officer will endeavour to assist the unmarried mother with the less tangible but equally vital long-term implications of her plan to give up her child. Here the Welfare Officer can, by supplying vital information on the Department's adoption and foster home programme, go a long way towards helping her to allay her fears and resolve what is often a tragic conflict.

As soon as a suitable plan is worked out by the Welfare Officer and the mother, the child is placed either in an adoptive home, foster home, or institution immediately on discharge from Hospital. Even then the mother is not without help should she require it. Practical support and

help in rehabilitation are available to her through her District Welfare Officer wherever she may reside in Newfoundland and Labrador.

SERVICES TO BLIND CHILDREN

The Department has a very satisfactory arrangement with the Halifax School for the Blind. Blind children from Newfoundland and Labrador are admitted to the School on the same basis as children from other provinces served by this Institution. The cost of tuition, board and lodging and transportation is paid by the Department and clothing is supplied when necessary. There is accommodation in the Institution for thirty-two children from Newfoundland and Labrador.

SCHOOL FOR THE DEAF

A School for the Deaf was established in buildings 38 and 43 at the Royal Canadian Air Force Station in Torbay which were renovated and remodelled for this purpose. The dormitory building has accommodation for one hundred and twenty children. The other building contains classroom space for one hundred and fifty children together with a cafeteria and a small assembly room. No charge is made for tuition or board and lodging for children admitted to the School and transportation is paid in the case of children whose parents are unable to pay.

CHILDREN'S HOME

The building on Water Street West formerly known as the Merchant Navy Hospital and used more recently by the Department of Health as a Nurses' Residence has been thoroughly renovated and remodelled to provide accommodation for seventy-five seriously handicapped (defective) children.

SERVICES TO NEGLECTED AND DEPENDENT CHILDREN

Among the neglected children committed to the care and custody of the Director of Child Welfare there is a small group who require long term institutional care for whom no facilities exist. The Department is greatly assisted in providing a limited service for this group by Mount Cashel and Belvedere Orphanages, the Anglican Orphanage and the United Church Children's Home in St. John's and by the International Grenfell Association Orphanage at St. Anthony. Payments are made to the Orphanage authorities for this service at the regular foster home rates.

JUVENILE DELINQUENCY SERVICES

The Department maintains a home and training school for boys at Whitbourne. This institution has accommodation for forty-two boys. It also maintains a home and training school for girls in St. John's. This building has accommodation for twenty girls.

Probation services are provided in certain parts of the province by Officers with special responsibility for this service and as part of a generalized service in other parts of the province. In addition special foster homes are available for children who have been discharged from the training schools or who are in need of special care.

ADULT CORRECTIONS

In 1964 an agreement was made with the National Parole Board under which Welfare Officers of the Department will provide services as requested by the Board in connection with community investigations and parole supervision.

THE FAMILY COURT

The Family Court was established in 1951. Prior to that date the Director of Child Welfare performed the duties of Judge of the Juvenile Court. With the appointment of a Judge of the Family Court the Director of Child Welfare relinquished his duties as Judge and these were then transferred to the Judge of the Family Court who is also by virtue of his office a Magistrate. The Family Court has jurisdiction in all cases involving family problems and family life generally, as well as cases of juvenile delinquency and cases under the School Attendance Act.

FIELD SERVICES

To bring these services to those who need them the Department has a field staff of Supervisors, Welfare Officers and clerks in fifty-three regional offices throughout the Island and Southern Labrador in addition to six depots in Northern Labrador. The Welfare Officers and Supervisors are responsible in the first instance to the Director of Field Services.

SERVICES TO INDIANS AND ESKIMOS

Since 1771 services to Eskimos in Northern Labrador have been provided by the Moravian Mission. In addition to many other activities the Mission conducted trading operations but this aspect of their work

was taken over by the Hudson's Bay Company in 1925. This Company conducted trading operations at Hebron, Nutak, Nain, Hopedale and Makkovik from 1925 to 1942 when the Government through the Department of Mines and Resources assumed responsibility for these trading depots as well as another at Davis Inlet, a community of Nascopie Indians forty miles north of Nain. The responsibility for the operation of the depots was transferred from the Department of Mines and Resources to the Department of Public Welfare in 1951 and in 1952 the Division of Northern Labrador Affairs was established within the Department and a full-time Director was appointed. The Depot at Nutak was closed in 1956 and the inhabitants were relocated in Nain and North West River. Postville, which was an outpost of the Depot at Makkovik was established as a separate Depot with a full-time Manager in 1958. The Depot at Hebron was closed in 1959 and the entire community was moved to Hopedale and Makkovik. In 1964 a new depot was established at North West River to serve the Indian Community in that area.

In addition to the trading operations which are conducted on a non-profit basis the Depot provides special services including a communication system, each Depot being provided with radio-telegraph equipment, as well as the ordinary Welfare services through the Depot Managers who are responsible to the Director of Northern Labrador Affairs.

An agreement was made in April 1954 between the Federal Government and the Provincial Government whereby the Federal Government undertook;

(1) to assume 66⅔% of agreed capital expenditures on Eskimo account and 100% of agreed capital expenditures on Indian account in the fields of welfare, health and education, the aggregate cost to the Federal Government not to exceed $200,000.

(2) with the active co-operation of the provincial department of Health, the Grenfell Mission and the Newfoundland Tuberculosis Association, to assume, for a ten year period beginning April 1st 1954, full financial, to the extent required, administrative responsibility for the transportation, hospitalization and treatment and, during that same ten-year period, to undertake an aggressive anti-tuberculosis programme.

The Provincial Government undertook, with effect from April 1st 1954, to assume all financial and administrative responsibilities for the

Indian and Eskimo population of Labrador, including relief, but excluding those matters mentioned in (1) and (2) above and all federal benefits, such as family allowances and old age pensions, which have general application throughout Canada.

In May 1965 a new agreement was made with the Federal Government where the Government of Canada undertook:

(1) to extend, for a further five-year period, with effect from April 1st, 1965 on the same terms and conditions as the original agreement, the ten-year agreement covering medical and hospital costs for Indians and Eskimos which expired on March 31st 1964, and which provided that the Department of National Health and Welfare would assume full financial and, to the extent required, administrative responsibility for the transportation, hospitalization and treatment of Northern Labrador Indians and Eskimos requiring hospital treatment and would undertake an aggressive anti-tuberculosis programme.

(2) to reimburse the Provincial Government for 90% of the province's expenditures on Eskimos and Indians under certain conditions. This reimbursement does not apply to any part of such expenditures which the province recovers from Canada under any Federal-Provincial agreement. The total amount of reimbursement made to the province by Canada under this agreement may not exceed $1,000,000 a year for the first five-year period. Provincial expenditures on programmes for Indians and Eskimos are subject to an annual budget recommended by a Federal-Provincial committee of officials and approved by each government. The reimbursement covers both operating and capital expenditures.

A payment in the amount of $255,000 was made by the Government of Canada to reimburse the Province for 90% of the capital expenditure for the period 1959-64. Payments under the new agreement which will be renegotiated at five year intervals with the first review taking place on April 1st 1970, will be on the assumption that the province will bear without cost sharing, the first one-third of capital and current expenditures in the Nain, Makkovik, Hopedale and Postville communities. This means that the Government of Canada, under the new agreement, will reimburse the province for 90% of current and capital expenditures on Indian services and 90% of 66⅔% of current and capital expenditures on Eskimo services.

PRIVATE AGENCIES

Orphanages

The Orphanages of the Roman Catholic and Anglican Churches in St. John's and the International Grenfell Association Orphanage in St. Anthony have been recognized as special foster homes and payments in respect of children taken into the care of the Director of Child Welfare on a non-ward basis and admited to these Institutions with his approval are made to the Orphanage authorities at the regular foster home rates.

The United Church Childrens' Home

This Institution which was formerly the United Church Orphanage has been recognized as a special receiving home for children between three and twelve years of age. The Department pays a special rate of $1.50 a day for each child admitted to this home and has guaranteed a minimum monthly payment of $250.00. This Institution provides a much needed service for a limited number of children on a short term basis.

Homes for the Aged

The Department pays monthly grants to institutions for the care of the aged and infirm persons admitted with the approval of the Department. The actual amounts paid are based on a means test and the individuals ability to pay the rates charged by the institutions. In the case of a person in receipt of Old Age Assistance, a Blind Allowance or a Disabled Persons Allowance the recipient is required to contribute $60 a month towards the cost of his maintenance. The Department may make grants up to $60 a month in the case of ambulatory patients and up to $120 a month in the case of bedridden patients. In the case of patients who have no income the Department may grant allowances up to $120 a month for ambulatory patients and up to $180 a month for bedridden patients.

The Canadian Red Cross Society

Devon House — the hostel operated by the Canadian Red Cross Society — has provided board and lodging for needy sick persons while they are awaiting admission to or receiving out-patient care at any of the hospitals in St. John's. For this service the Department pays $3.50 a day in respect of each person admitted.

In March 1962 an agreement was made with the Society whereby all needy sick who were provided with transportation orders by Welfare Officers and who were in need of board and lodging while in St. John's were directed to report to Devon House where they would be provided with the usual accommodation. If accommodation was not available there, Devon House undertook to refer the patients to one of the private boarding houses in the City and notify the Department daily of the names of the patients and the private boarding houses to which they were referred. This has proven to be most satisfactory and has resulted in a much improved service to needy sick persons awaiting hospitalization.

Orange Home

A hostel operated by the Loyal Orange Association provides board and lodging for cancer patients undergoing out-patient treatment at the General Hospital. The Department pays $3.50 a day in respect of each person admitted to this Institution who is unable to pay the cost of his board and lodging.

The John Howard Society

The Department makes an annual grant to the Society. Close liaison is maintained between the Society and the Department of Public Welfare.

The Canadian National Institute for the Blind
(Newfoundland Division)

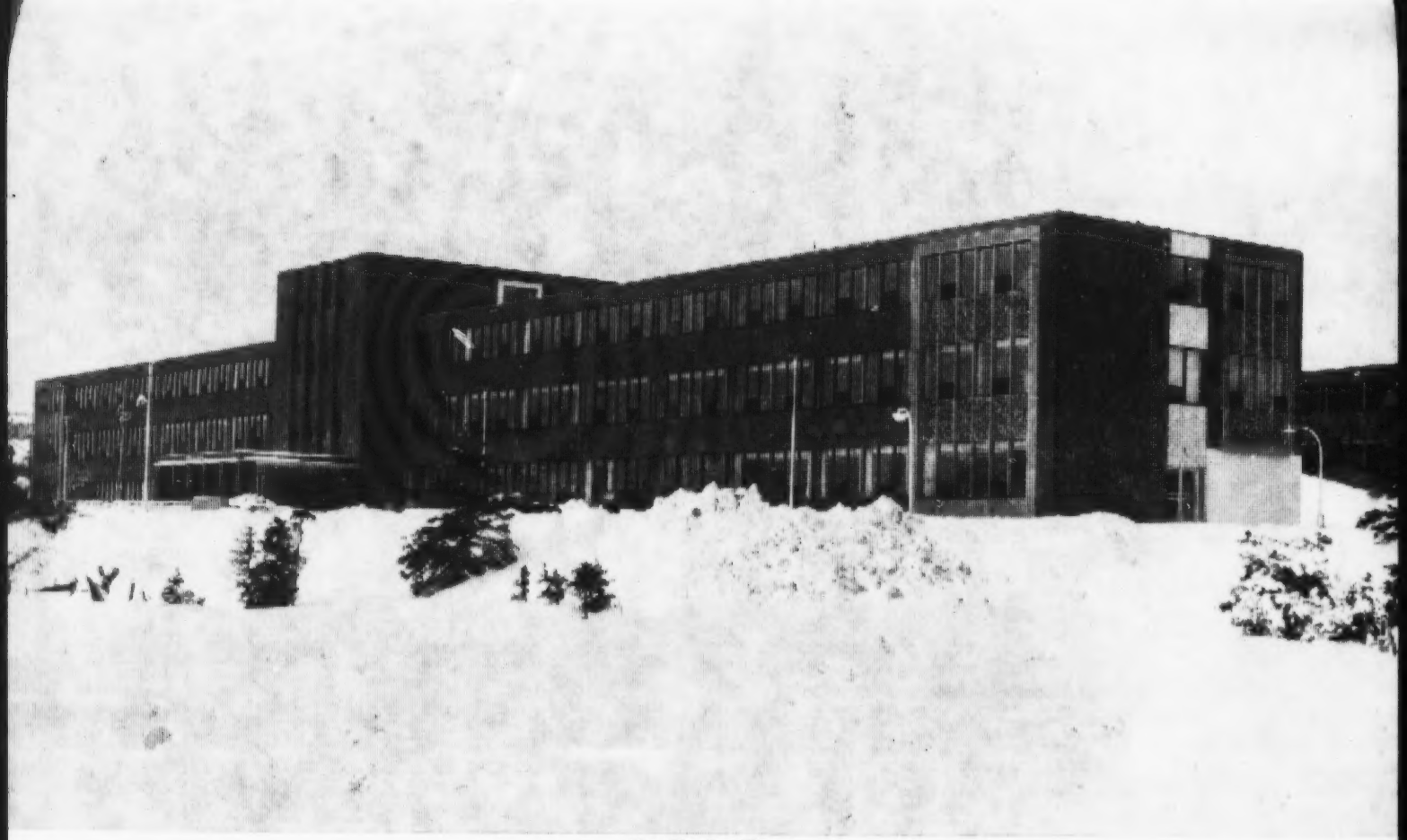
The Department makes an annual grant of $20,000 towards the work of this organization. The institute works closely with the Department in its effort to rehabilitate blind persons and is particularly helpful in recommending children for training at the Halifax School for the Blind.

Newfoundland Tuberculosis Association

The Department makes an annual grant of $15,000 to the Association. In addition to this clothing and transportation services are provided where necessary for ex-sanatorium patients and board and lodging allowances are paid for those whose rehabilitation requires their attendance at special training courses.

The Newfoundland Society for the Care of Crippled Children and Adults

Clothing and transportation services are provided where needed for children admitted to the Childrens' Rehabilitation Centre.



The Hoyles Home